

Dunne Recommends Legislation in His Biennial Message to State Assembly

Springfield, Ill., Jan. 10. — To the Members of the Forty-ninth General Assembly:

In compliance with the constitutional provision, requiring the Governor, at the commencement of each session, to give to the General Assembly information, by message, of the condition of the State and to recommend such measures as he may deem expedient, I submit the following matters for your consideration:

Waterways.

For many years past there has been in this State an emphatic demand for a waterway between Chicago and the Gulf of Mexico. The practicability of such a waterway was noted by Pere Marquette when he first discovered the portage between the Chicago River and the Des Moines River centuries ago. Its practicability was further noted by the early pioneers of this State, and the boundary lines of the State were fixed upon its admission to the Union of States so as to provide for this waterway.

The Congress of the United States devoted lands of immense value to the State of Illinois for the purpose of creating this waterway. In the early history of the State, a cut was made and a canal constructed, connecting



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the south branch of the Chicago River with the Illinois River, which was for many years successfully used in commerce. As the years rolled by, however, it became apparent that the canal then constructed was totally inadequate to meet the demands of advanced, modern transportation. The age of steam and gasoline has rendered obsolete the boats, locks and waterways of the early part of the nineteenth century, and the Illinois and Michigan Canal has rapidly fallen into disuse. As the result, in recent years, the demand for an adequate waterway between the Great Lakes and the Mississippi River has become insistent.

On November 2, 1908, the people of the State by popular vote amended the Constitution so as to permit the issuance of not to exceed \$20,000,000.00 worth of bonds to be used in the construction of an adequate waterway, and in the erection, equipment, and maintenance of power plants, locks, bridges, dams and appliances.

Divers plans for the development of a waterway between Lockport and Utica have been formulated and discussed before the public, but the different Legislatures of the State have never succeeded as yet in formulating a law for that purpose, and placing it upon the statute books.

In my judgment, the time has arrived for prompt action. The Panama Canal has been opened to the commerce of the world. As the result thereof, the cost of transportation between the eastern and western seaboard has fallen much below the rates heretofore charged by the railroads. As a result, freight traffic is now being attracted from as far east as the States of Ohio and Indiana to the western seaboard by railroad and thence by waterway transportation to the western coast of the United States. Where such competition exists, railroad rates will probably be lowered, and where no competition exists, railroad rates will probably remain as they now are.

If an adequate waterway were opened between Lake Michigan and the Gulf of Mexico, an immense commerce would, in my judgment, develop between points on the Illinois River and points at or near the Great Lakes through the Sanitary District Canal through Chicago to Lockport and thence through the Chicago River to the Mississippi River. At the present time, a navigable depth of over seven feet exists normally for a distance of 262 miles out of a total of 327 miles between Chicago and the Mississippi River. Sixty-five miles on the Illinois River between LaSalle and the Chicago Drainage Canal at Joliet is now limited to a draft of four and one-half feet through the old fossilized Illinois and Michigan Canal, with its inadequate locks constructed three-quarters of a century ago. A channel of eight feet in depth is now maintained in the Mississippi River from Cairo to St. Louis with no early prospect of being further deepened. If an eight-foot depth could be provided for an adequate waterway in the Illinois River and a portion of the Illinois and Michigan Canal between the cities of Utica and Joliet, we would have a waterway of eight feet in depth from Chicago to the Gulf of Mexico.

Such being the situation, I invited, last summer, the eminent engineer, Lyman E. Cooley, and E. J. Kelly, Assistant Chief Engineer of the Sanitary District of Chicago, Walter A. Shaw, engineer member of the Illinois Public Utilities Commission, and LeRoy K. Sherman, engineer member of the

Illinois Rivers and Lakes Commission, to accompany me down the Illinois and Michigan Canal from Joliet to LaSalle. On that trip of inspection, these gentlemen and myself examined the physical condition of the Illinois and Michigan Canal and the Illinois and Des Moines Rivers between Joliet and LaSalle, and as the result of that inspection and after a careful inquiry into the practicability of at least an eight-foot channel between Joliet and Utica, these gentlemen have reported, in writing, several schemes or projects for the construction of an eight-foot waterway between Utica and Joliet. One of these schemes or projects, known as project No. 3, they have unanimously endorsed as being entirely feasible and capable of construction within two years at a cost of \$3,075,000.00.

It contemplates the use of the Illinois River for approximately 45 miles and the development and enlargement of about 26 miles of the Illinois and Michigan Canal. A copy of this report which has been endorsed by the Rivers and Lakes Commission of this State will accompany this message, and I herewith recommend it to you for careful consideration.

I am convinced that the scheme is entirely feasible; that, considering the immense advantages to be obtained therefrom, it is exceedingly economical, and that it possesses the advantage of not, in any way, foreclosing or preventing the creating of a deeper waterway hereafter, if a deeper waterway can be secured in the Mississippi River. If the science of engineering in the future will be able to bring about a greater depth in the Mississippi River than the eight feet which now exists, such depth can also be secured in the proposed channel without in any way impairing the efficiency of the work done under project No. 3. In other words, the construction of this channel in the Illinois River and the Illinois and Michigan Canal between Utica and Joliet will open up within two years, if constructed, a splendid waterway of eight feet in depth from Chicago to the Gulf of Mexico, at a cost of \$3,075,000 or thereabout, and give to the people of this State, as well as those tributary to the Great Lakes, a commerce to New Orleans and the Panama Canal.

I would further call the attention of the Legislature to the fact that, if this waterway be constructed as outlined in project No. 3, \$1,000,000 is available in the treasury of the United States for the dredging and deepening of the Illinois River to an eight-foot depth between Utica and the mouth of the Illinois River where it enters into the Mississippi River. Project No. 3 has been investigated by such influential bodies as the Association of Commerce, of Chicago, Joliet, LaSalle, Peoria, and other cities and towns along the Illinois and Mississippi Rivers, and, so far as I am informed, it has their unanimous approval.

I therefore recommend the passage of a law providing for the construction of a channel, as recommended by these engineers, and authorizing the issuance of bonds not to exceed in amount the sum of \$3,500,000.

Regulation of Fire Insurance Rates.

Complaints of excessive rates in fire insurance premiums and of combinations between fire insurance companies to prevent competition in the establishment of reasonable rates in this State have reached me for some time past.

In the spring of 1914, I instructed the Insurance Superintendent, Hon. Rufus M. Potts, to make an investigation into the subject, the result of which investigation he has embodied in a comprehensive report, to which I respectfully request your earnest attention.

In substance, this report declares that there exists a widespread and comprehensive combination among the fire insurance companies doing business in the State, and their annexed and rating organizations and appendages, the effect of which has been to stifle competition and to establish in many lines of insurance unreasonably excessive rates of premiums; such rates being in excess of rates established and charged in other states, although the state of Illinois is favorably situated in reference to fire insurance risks.

The report discloses, as the result of investigation into premiums paid and losses sustained, that, for twenty years past, the insured citizens of this State have been paying for insurance premiums approximately twice as much as has been paid by the insured for fire losses. The report also states that the profits earned by the insurance companies upon their capital stock have been enormous, amounting in some cases to over 100 per cent.

The report shows that, to the fact that it is impossible to obtain the dividend figures of European companies, the total profit percentage of all companies doing business in the State cannot be calculated. This can be done, however, for companies domiciled in the United States. The average profit percentage of these companies for 1913, exclusive of dividends, as shown by this report, was 23.8 per cent. They paid an average dividend of 12.3 per cent, so that the total annual profit for 1913 of all the American fire insurance companies doing business in Illinois, as stated in the report, was 45.1 per cent of their capital stock, which is enormous and unreasonable.

The fire insurance companies dispute the conclusion of the report in some particulars, but there are sufficient facts set forth in said report to justify me in reaching the conclusion that the time has come, in the history of the State, for effective control by the State of the rates charged for fire insurance. Legislation along this line is imperative. I have been in correspondence and in conference with representatives of the fire insurance interests of the State in the endeavor

to agree upon the outline of a law under which the State shall be empowered to make a thorough and exhaustive examination into the rates charged for fire insurance, and to enable the State further, if it is found that such rates are unreasonable and excessive, to fix and proclaim just and reasonable rates, which shall be charged in the future by all the fire insurance companies doing business in this State.

I am pleased to announce that gentlemen, representing very important and influential fire insurance interests of the State, have declared their willingness to co-operate with the Insurance Superintendent and his legal staff in and about drafting a bill, under which the right of the State to make such investigations and to fix such rates is recognized, and that they are willing to have such provisions incorporated in a law to be enacted by this Legislature. The Insurance Superintendent and his counsel and the counsel for these insurance interests have been engaged for some days past in endeavoring to agree upon the details of such a bill. If such an agreement is reached, such a bill will be presented to this Legislature for its action. Should they not agree upon the details of the bill, one will be presented to the Legislature by the Insurance Superintendent, embodying the fundamental principles of investigation and regulation by the State, heretofore referred to, and such other provisions as may be agreed upon between the Insurance Superintendent and the Insurance Superintendent, leaving the other details of the bill, which may not be agreed upon, to the careful consideration of this Legislature. Such a law is now in force in the State of Kansas, and has been pronounced valid and constitutional by the Supreme Court of the United States in the case of the German Alliance Insurance Company v. Lewis, decided April 20, 1914.

In that case the court held that "the business of insurance so far as affects the public welfare as to involve and require governmental regulation." "In assimilation of insurance to a tax, the companies have been said to be the mere machinery by which the inevitable losses by fire are distributed, so as to fall as lightly as possible on the public at large, the body of the insured, not the companies, paying the tax," and again in the same case, the court declares that fire insurance has "become clothed with a public interest, and, therefore, subject to be controlled by the public for the common good."

I earnestly recommend the passage of a bill providing for such investigation and regulation in the interest of the citizens of Illinois.

Insurance Superintendent Potts in his report, after an exhaustive examination into insurance conditions, has made certain recommendations with reference to the codification and simplification of the general insurance laws of this State to which I hereby direct your earnest attention.

Amendment to the Amending Clause of the Constitution of 1870.

The Constitution adopted by this State in the year 1870 is in many respects an admirable instrument. Its bill of rights is broad and comprehensive, and its distribution of powers of government is in accord with the fundamental laws of most of the States of the Union.

In the march of events, however, it has been found that some few amendments are advisable. So proud of their work were the framers of this Constitution that they framed the article relating to amendments of the Constitution in such a way as to make amendments to the Constitution most difficult, by declaring that, "The General Assembly shall have no power to propose amendments to more than one article of this Constitution at the same session, nor the same article oftener than once in four years." This provision is in fact an insuperable barrier to the making of amendments at times to operate in practice as a prohibition against amendment. This amendment should be amended so as to permit at least three different articles to be amended at the same session.

Because of the difficulty in amending the present Constitution, some sentiment exists in favor of the adoption of a new Constitution. Whether a new Constitution is adopted or not, in my judgment, the amending clause of the present Constitution should be amended. The amendment of the amending clause could be adopted within two or three years, so as to permit several amendments of the present Constitution to be adopted thereafter. A new Constitution cannot be adopted by the people in the ordinary course of such matters within five or six years.

What the new Constitution, when framed may be, and whether the people will approve of it or not, cannot be known. In the meantime we must proceed, before the adoption of a new Constitution, upon the lines of the old Constitution, and that Constitution should be amended, in its amending clause, so as to permit the people to suggest amendments from time to time to meet the demands of modern progress in legislation.

If a new Constitution be framed and submitted to the people and disapproved, we should have our present Constitution in such shape as to permit it to be more readily amendable than at the present time. If a new Constitution is adopted after the amendment of the present Constitution, the much needed amendment heretofore suggested would not operate in any way to interfere with a new Constitution, as the present Constitution, and all amendments thereto would be displaced by the new Constitution.

Whatever action be taken in reference to a new Constitution, I, therefore, recommend the amendment of the amending clause of the present

Constitution as hereinbefore suggested.

In the past the struggles between the advocates of the initiative and referendum and the advocates of revenue reform for paramount recognition have operated to prevent the adoption of either. With the amending clause amended, as suggested, it will open the way for an early amendment of the Constitution along the lines of revenue reform, the initiative and referendum, and other necessary amendments, all of which could be voted for at the same session and submitted to the people at the same election.

Re-districting of Senatorial and Congressional Districts.

The Constitution provides that, "The General Assembly shall apportion the State every ten years into 51 senatorial districts, each of which shall elect one senator and three representatives."

The last senatorial apportionment was made in the year 1901. The new senatorial apportionment should have been made, pursuant to the Constitution, in 1911. Nearly four years have elapsed since the senatorial apportionment should have been made.

I, therefore, recommend, in compliance with the Constitution, that the Legislature re-apportion the senatorial districts of the State.

CONGRESSIONAL.

The last congressional apportionment in this State was made on May 13th, 1901. Since that time Illinois has become entitled to two additional congressmen, who are now elected in the State at large.

A new congressional apportionment should also be made at this session to provide for 27 congressional districts.

Cost of Elections.

Elections for city, village, township, school districts, counties and State are unnecessarily too frequent and too costly. In the city of Chicago alone a single primary election costs \$275,000 and a single final election \$320,000.

I would respectfully recommend the passage of bills requiring all city, village, township and school elections to be held on the same day, and have only one such election every two years, and that all county, state, congressional and national elections should be held upon the same day every two years. If the State, county, congressional and national elections are held on the even year, the city, village, township and school elections might be held on the odd year, thus having only one election day each year.

This will considerably reduce both the cost and number of elections and be for the public interest.

I further recommend that elections for all judicial offices be held on a date when no other officials are voted for. The primary election for judges might, however, be held on the same day as a general election, had for other offices.

Legislation should also be enacted cutting down the number of elective offices where possible, thus shortening the ballot and providing for the rotation of names of candidates upon the ballot at all elections for all offices.

I further recommend that, at all primary elections, each candidate be compelled, on filing his application to the clerk, where such application is filed, a filing and printing fee sufficient to cover the cost of printing, at least one page of printed matter, relating to his candidacy and that said clerk cause to be printed and paid for out of such fee, copies of such page of printed matter to the amount of twice the number of legal voters in the district from which said applicant is a candidate, said copies to be delivered to the applicant, before the nomination, for distribution by him or mailed to all voters by said clerk upon such candidate paying the cost of the postage thereof, and that all candidates be limited in their election expenditures to a reasonable amount over and above the cost of such distribution of such printed matter. Probably twenty per cent of the legal salary, paid to the incumbent of the office should be the maximum of expenditure to be permitted.

The election laws should also be amended so as to provide for a report of a candidate's expenditures within a reasonable time after the election and before he is permitted to assume the duties of his office, with effective penalties for violation of the law.

State Public Utilities Commission.

The State Public Utilities Commission closed the first eleven months of its administration on November 30, 1914. During that time, the Commission was organized, its work systematized, and the administrative, engineering, accounting, rate, and service departments were built up to such a state of efficiency as the limited time and the means at the disposal of the Commission would allow. The present working force of the Commission, attorneys, engineers, accountants, statisticians, experts, inspectors, clerks, stenographers, etc., numbers seventy-three persons. The Illinois Public Utilities Law is probably the most comprehensive measure of its kind ever enacted, and the duties and powers of the Illinois Commission are probably more numerous and greater than those of any similar commission. The multiplicity, variety, and importance of matters coming before it during this period of organization have been so great as to tax to the utmost its ability to investigate, hear, and dispose of the cases.

During the eleven months, there were filed 1,278 formal complaints and petitions, all of which call for investigation and public hearings, and a finding by the Commission. In 924 of these cases formal orders were entered. There were also brought to the attention of the Commission during this same time about 500 informal complaints, covering almost every conceivable matter about which complaint could be made, some 400 of which have been investigated and disposed of informally by correspondence or conference. In addition to the above, the Commission has approved 1,160 leases, made by utility corporations. Orders were issued in sixty-five stock and bond cases, authorizing the issue of \$178,917,304.00, par value, of stocks, bonds, and notes. On December 15, 1914, there were pending, applications for authority to issue securities of the par value of \$262,185,258.00. On December 22 a majority of the pending applications for authority to issue securities had been heard. The amount of fees paid into the State Treasury for authorities granted up to this time was \$505,202.78. The total receipts of the Commission at this time was \$510,173.89. The total amount of appropriation expended to maintain the Commission was \$118,548.14.

The beneficial effects of the operation of the Utilities Law are already apparent on every hand. Discriminations in rates and service have been eliminated, and it may now be said that strict rate uniformity prevails among all the utilities of the State. The question of rates has probably been most often brought to the attention of the Commission; for while rates and service are fundamentally joined in almost every case, the majority of complaints coming to the Commission thus far have found their expression in terms of rates. In a number of smaller communities settlements have resulted in substantial reductions in rates. In some of the more important cases the determination of reasonable rates has necessitated the making of property valuations, which requires much time and labor.

Standards of service to govern gas and electric utilities have been established by the Commission, and service inspectors are now at work inspecting the quality of service furnished by the various utilities of the State.

One of the main objects, sought by the Legislature, in the establishment of the Utilities Commission was to secure to the people of the State a more equitable service at reasonable rates, and the Commission in all its acts has ever kept before it this condition, and has sought to accomplish and is accomplishing this great purpose, for which it was created.

While the operations of the Commission have been satisfactory throughout the entire State, including Chicago, and while there seems to be no sentiment, at the present time, in favor of local commissions to regulate intrastate utilities down the State, outside of Chicago, there is considerable sentiment in that great city in favor of a local ancillary Commission, to take charge of and control the intrastate municipal utilities of that city, and, I, therefore, favor the creation of such an ancillary Commission for the city of Chicago to take charge of and control the intrastate utilities of that city.

Public Charities.

Upon the public charities of the State a greater proportion of our revenue is expended than on any other single object except public education.

In the last two years, the increase in the population of the institutions in the Board of Administration has exceeded the normal rate. For 1912 it was 4 per cent, and for 1914, 4.3 per cent. The appropriations for maintenance for the biennium 1913-1915 were based upon an estimated increase of 3 per cent. In addition there has been an abnormal increase in the cost of food, which is the chief item of expense in the maintenance of the institutions. Nevertheless, by wise economy and careful management, the institutions have been maintained at the usual high standard and a substantial saving has been made in the maintenance fund.

The Forty-eighth General Assembly appropriated \$2,427,304.67 for the continuation of the physical rehabilitation of these institutions and for the construction of the new State Hospital at Alton and State Epileptic Colony which I urged upon the Legislature in my inaugural address.

The \$1,000,000.00 appropriated for these new institutions has been expended or contracted for. After careful investigation, the Board of Administration selected a site for the epileptic colony at Dixon, Illinois, in a beautiful location on the Rock River, and contracts have been let for the construction of nine buildings. At Alton work is progressing upon five buildings. You will be asked to appropriate \$500,000, for the completion of these new institutions and to provide a fund for the maintenance of patients, as both will be ready for occupancy before long.

Owing to the large amount provided for building by the last Assembly, which was more than sixty per cent of the amount which has been expended in the previous eight years, the total request of the Board of Administration for all purposes for the next two years is \$987,632 less than two years ago, and this in spite of the maintenance increase made necessary by the abnormal growth in population and provision for two new institutions.

It is with sincere pleasure that I can report conditions in the eighteen charitable institutions to have improved in the last two years in all those particulars which increase the comfort and happiness of the wards of the State.

In economical business management, the Illinois institutions are not surpassed by any private corporation. No private sanitarium in this State can furnish medical attention to the mentally afflicted, of a higher standard than that given to the inmates of the State hospitals. No endowed home or school gives more careful training, supervision, nor more humane treatment than is received by the wards of the State, while the institutions for the

deaf and blind, the soldiers' homes, and soldiers' orphans' homes are not surpassed anywhere.

Most important in the improvements effected in these institutions during my administration has been the abolition, in the schools under the Board of Administration, of corporal punishment. The old policy of repression and severity has been replaced by patient, persevering encouragement of the better qualities in inmates and freedom from petty restraint—that humane treatment, in fact, which is advocated by the best informed students of delinquency as being most effective for the building up of self-control and self-restraint.

In the State hospitals all mechanical restraint of patients, including seclusion, has been abolished. Patience and kindness combined with the curative treatment known to medical science, have worked wonders in obtaining discipline hitherto thought impossible to maintain without straps, straight-jackets, and close confinement.

The merit system among the employees is being faithfully and conscientiously enforced. The promotional system is in vogue in all branches of the hospital service. The "hospital tramp" is being weeded out. Experience, fidelity, honest and faithful work, humanity, and decency are recognized, encouraged, and rewarded. Standards of living and employment are being elevated with all who serve the State. Wages of employees, particularly those receiving the smallest pay, have been increased in all the institutions. The eight-hour system has been adopted by the Board of Administration in several institutions and will be extended to others.

In the adoption of the eight-hour system for hospital service, Illinois is the pioneer in the United States. Better living quarters are being provided for the employees in the institutions. In return for all these considerations the State demands the highest degree of efficiency and humanity from its employees.

Highway Improvement.

In accordance with the recommendation made in my inaugural message, the Forty-eighth General Assembly passed a State Aid Road and Bridge Act, which went into effect July 1, 1913, and has now been under trial for eighteen months.

This Act, changed our entire system of highway construction and maintenance, and the first duty of the commission, appointed under it, was to construct a new organization for the State and for every county desiring to operate under the Act.

A court test of the constitutionality of the act caused much delay but so vigorously and successfully has the work been carried on that one hundred county superintendents of highways, whose qualifications have been proved in competitive examinations, are now in office. State aid routes in ninety-four counties have been agreed upon between the county boards and the State commission. A complete uniform system of auditing and accounting for all road and bridge moneys has been installed, allotments from the State aid road and bridge fund have been made to all counties that have qualified therefor, and contracts have been awarded on seventy-four sections of roads having a total length of 51,275 miles.

In many parts of the State work has been completed on sections of State aid roads and the public has had an opportunity to inspect the type of road which the Highway Commission has determined to require. This is a finished driveway thirty feet wide, divided into a pavement proper of brick or concrete from ten to eighteen feet wide, with earth or macadam shoulders on each side to make up the required width. The contracts which have been let for State aid roads are distributed among forty-eight counties.

A complete engineering organization under the State Highway Engineer has been constructed, through which the State Highway Commission is enabled to provide plans for all road and bridge work and supervise all construction with the assistance of the county superintendents.

All the precautions which engineering science and modern business methods afford have been taken to insure that full value is given to the State for all money expended in highway construction and that the specifications of contracts are met in every detail.

I recommend that careful consideration be given to the provisions of the funds for the completion, in a reasonable time, of the construction of the fifteen thousand miles of State aid roads, consistent with the annual tax paying ability of the tax payers of the State.

Inspection of Private Employment Agencies.

New life has been injected into the supervision and inspection of private employment agencies during the fiscal year 1914. Three hundred sixty-seven licenses were issued to private agencies, an increase of thirty-eight over 1913.

The amount of revenue from licenses was \$17,750, an increase of \$1,775. During the year, \$6,785 were refunded by agents to complainants, a gain of \$4,832. Inspectors made 1,973 reports on general conditions of agencies, an increase of 557. One thousand seven hundred and sixty-seven complaints were investigated, as against 432 in 1913.

The department has discovered that it is a practice among "straw bosses" on railroad and factory foremen to charge a fee to men for the privilege of holding their jobs. This practice is probably an outgrowth of the scarcity of work. It is being dealt with vigorously; several convictions have been had in Chicago, one in East St. Louis, four in Granite City, where four cases are pending in the courts. The department reports the necessity of drastic methods to regulate the

booking agents who are sending young girls as entertainers to saloons, cafes etc.

Civil Service.

At the beginning of my administration, two years ago, the State Civil Service law, so far as it applied to the more important positions in the Service, was eighteen months' old. Since by its provisions all the appointees holding office at the time it became effective were covered without examination and comparatively few changes in the personnel had been made, there was widespread unfamiliarity with the provisions of the law. The strain of enforcing this law after the first complete change in party domination in sixteen years, has not been slight; nevertheless, with determined, honest, and fair enforcement, there has come a vigorous and gratifying growth in the Civil Service work of the State. In 1911, 4,653 applications for examination were received; in 1912, 6,671; in 1913, 8,899; in 1914, estimate to December 1, 11,307. In the past year, the commission has held 144 examinations and, it was estimated, had examined 7,500 applicants up to December 1, this being approximately one hundred per cent increase over the number examined in 1912. There has been a marked increase in the number of positions filled by certification from the eligible lists and of all the persons occupying positions in the classified service of the State. It is estimated there are now less than seven hundred who have not proved their qualifications by passing examinations.

It is with sincere gratification I report to you that the merit system in all State Departments is now established upon a firm basis and I respectfully urge that your honorable body give careful consideration to all measures relative to civil service, its results both to the convicts and to the State. A very small percentage of the convicts have violated their pledge of honor, and the work done has been valuable and efficient.

I would respectfully recommend the amendment of the law, so as to permit convicts whose unexpired terms exceed the five-year limitation to be used for road building. The limitation, in my judgment, can be safely extended to ten or even fifteen years instead of five.

In order to bring about a more extensive use of the convicts for this laudable purpose, it might be wise to amend the Good Roads Act, so as to require the counties, who are recipients of State aid to avail themselves of convict labor, charging therefor the actual cost of feeding the men while so engaged.

During the last fifteen months fifty-one convicts were employed at road building, from September 3, 1913, to February 10, 1914, at Camp Hope near Dixon, Illinois, doing very effective road work. Not one attempted to escape.

Seventy-two convicts were employed at Starved Rock from April 27, 1914, to August 26, 1914, and afterwards at Mokena, Will County, Illinois, until December 23, two of whom escaped, and have not been re-captured.

Sixty-five men were employed at Beecher, Illinois, from June 15, 1914, to November 24, 1914, none of whom attempted to escape.

One hundred and five convicts were utilized at the Joliet Honor Farm from February 27, 1914, until recently. Twenty-four have had their sentences commuted; nine returned to the prison; two paroled, and nine transferred to road camps, leaving sixty-one still on the farm operating same.

In view of the small percentage of escapes, and the general observance of their pledges by the convicts, the warden of the Joliet Penitentiary has recommended that the convict labor act be amended so as to permit the use of convict labor upon the public roads, by removing the clause specifying that a man must have less than five years to serve before he is eligible for road work.

State Finances.

In relation to the finances of the State, they are in a most excellent condition, the cash balance on hand in the State Treasury on January 1, 1915, being

For full information and figures concerning said State finances, I refer you to the reports of the Auditor of Public Accounts and State Treasurer.

The Constitution requires the Governor at the commencement of each regular session to present estimates of the amount of money required to be raised by taxation for all purposes.

In this connection, I would direct your attention to the budget which will be presented to you by the Legislative Reference Bureau, which contains estimates by the various department heads as to their needs for the coming two years. I earnestly request your co-operation in pruning and cutting down the same, where possible, to the actual needs and necessities of efficient administration.

Executive Expenditures.

For a statement of expenditures, made by me for this department from funds subject to my order, your attention is directed to the biennial report of the Auditor of Public Accounts. Vouchers for all such expenditures have been filed in the Auditor's office.

E. F. DUNNE,
Governor.

A European violin instructor has invented a diagram printed on paper to be pasted on the neck of an instrument to show a pupil where to place his fingers to produce desired notes.

Some 6,000 men in New York, Chicago and South America have already offered, it is reported, to enlist with Ricciotti Garibaldi in the Italian army, if Italy goes to war. As long as a man of the famous fighting family is left he can be sure of a response to his call to arms. The name is a trumpet blast.